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Message Text

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ACTION ACDA-10

INFO OCT-01 EUR-12 ISO-00 AEC-05 CIAE-00 H-01 INR-05 IO-10

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USDELMBFR VIENNA
USNMR SHAPE
USCINCEUR

S E C R E T SECTION 1 OF 2 USNATO 6323

E.O. 11652: GDS
TAGS: PARM, NATO

SUBJECT: MBFR: WG PAPER ON AIR MANPOWER AND COMMON CEILING

REF: A. STATE 248854
B. USNATO 6201

1. WG BRIEFLY CONSIDERED REF B PAPER AT NOVMEBER 12 MEETING.
U.S. REP (MCCORMACK) URGED PROMPT ACCEPTANCE AND FORWARDING OF PAPER
TO SPC.

2. UK REP (GEHRATY) AND CANADIAN REP (BECKETT) SAID PAPER SHOULD
CONTAIN DETAILED MILITARY/TECHNICAL ANAYLIS OF IMIPLICATION OF
VARIOUS OPTIONS FOR INCLUDING AIR MANPOWER IN COMMON CEILING.
GREEK REP (CORANTIS) AND TURKISH REP (GUR) OBJECTED TO FINDING IN
PARA 10 OF PAPER THAT MILITARY/TECHNICAL IMPLICATIONS OF INCLUDING
AIR MANPOWER IN A COMMON CEILING ARE THE SAME AS THOSE FOR A NON-
INCREASE COMMITMENT. GREEK AND TURKISH REPS REQUESTED EXTENSIVE
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STUDY OF THIS ISSUE.
FRG REP (DZIALIS) SAID HE DID NOT EXPECT TO HAVE GUIDANCE
ON THIS PAPER UNTIL NEXT MEETING, NOVEMBER 19 AT THE EARLIEST.

3. ACTING CHAIRMAN (SMITH) SUGGESTED STAFF GROUP EXPAND PRESENT

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PAPER SLIGHTLY TO REFLECT WG MEMBERS VIEWS, AND PREPARE SEPARATE OUTLINE FOR FURTHER STUDIES ON VARIOUS WAYS OF INCLUDING AIR MANPOWER IN COMMON CEILING. MOST REPOS SUPPORTED THIS APPROACH. T RUKISH REP SAID SPC COULD NOT TAKE ANY DECISION WITH RESPECT TO AIR MANPOWER AND COMMON CEILING UNTIL ALL ISSUES HAD BEEN THROUGHLY EXAMINED IN WG. HE THEREFORE BELIEVED WG SHOULD PREPARE ONE COMPREHENSIVE PAPER ON THIS SUBJECT.

4. COMMENT: STAFF GROUP, IN CONSULTATION WITH U.S. REP, HAS PREPARED AND CIRCULATED NATO-WIDE TO CAPITALS EXPANDED VERSION TO REP B PAPER. PARAS 3 TO 7 OF THIS PAPER, WHICH INCLUDE ALL SIGNIFICANT CHANGES FROM PREVIOUS DRAFT, ARE REPORTED BELOW. CHANGE PROPOSED IN PARA 2 REF A IS ACCOMMODATED IN PARA 3 AND FOOT-NOTE. CHANGE PROPOSED IN PARA 3 REF A IS CINCLUDED IN FOOTNOTE TO ANNEX (NOT REPORTED BELOW).

5. REFERENCE TO "ADDITIONAL DETAILED STUDY" IN PARA 6 OF REVISED PAPER IS INTENDED TO SATISFY REPS WHO BELIEVE WG SHOULD EXAMINE AT NOVEMBER 19 MEETING.

6. BEGIN TEXT

CONCEPTUAL FORMULATIONS

3. CONCEPTUALLY, THERE ARE FOUR POSSIBLE, BASIC FORMULATIONS WHICH EMBRACE AIR AND GROUND MANPOWER IN A COMMON CEILING, WITHOUT ADDRESSING AIR FORCES FOR REDUCTIONS. UNDER EACH OF THESE FORMULATIONS, THE OVERALL COMMON CEILING FIGURE WOULD BE DERIVED BY ADDING AIR FORCE MANPOWER STRENGTHS TO NATO POST-REDUCTION GROUND FORCE MANPOWER STRENGTHS (1). THE FORMULATIONS VARY ONLY AS TO THE SPECIFICATION OF SERVICE SUB-CEILINGS, IF ANY.

PARA 24, C-M(73)83(FINAL), 18 OCT 74, STATES, INTER ALIA, THAT "THE OBJECTIVE WOULD BE APPROXIMATE PARITY IN THE FORM OF A COMMON CEILING ON NATO AND WARSAW PACT GROUND FORCES IN
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THE NATO GUIDELINES AREA REACHED IN TWO PHASES THROUGH A M XIMUM 10 PERCENT REDUCTION IN OVERALL NATO GROUND FORCE MAN

POWER AND WARSAW PACT REDUCTIONS TO THE RESULTING NATO FORCE LEVEL."

(A) FORMULATION 1: SPECIFIES NO SERVICE SUB-CEILINGS.

(B) FORMULATION 2: SPECIFIES SUB-CEILINGS ON AIR AND

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GROUND MANPOWER.

(C) FORMULATION 3: SPECIFIES SUB-CEILING ON GROUND MANPOWER ONLY.
(D) FORMULATION4: SPECIFIES SUB-CEILING ON AIR MANPOWER ONLY.

4. EACH OF THESE FORMULATIONS WOULD HAVE DIFFERENT EFFECTS ON THE LEVELS OF AIR AND GROUND MANPOWER WITHIN AN AGREED CEILING AND ON THE LIMITATIONS WITH RESPECT TO CHANGING THE RATION OF AIR TO GROUND MANPOWER WITHIN THE NGA.

(A) FORMULATION1: UNDER THIS FORMULATION, IT WOULD BE POSSIBLE FOR EITHER SIDE TO CHANGE THE EXISTING RATIO OF THEIR AIR TO GROUND FORCE MANPOWER WITHIN THE NGA, AS AND WHEN DESIRED, AS LONG AS THE RESULTING NEW AIR MANPOWER FIGURE ADDED TO THE NEW GROUND MANPOWER FIGURE DID NOT EXCEED THE AGREED OVERALL COMMON CEILING.

(B) FORMULATION 2: TO INSURE THAT THE PRINCIPLE OF NO REDUCTIONS IN AIR MANPOWER WERE MAINTAINED, THE SUB-CEILING ON AIR MANPOWER COULD BE ESTABLISHED AT THE LEVEL OF THE HIGHEST (EAST OR WEST) AIR MANPOWER STRENGTH IN THE NGA AT THE TIME FOR THE AGREEMENT ON AN OVERALL CEILING. UNDER THIS FORMULATION, THE SIDE WITH THE LOWER AIR MANPOWER STRENGTH COULD INCREASE ITS AIR MANPOWER TO THE HIGHER LEVEL SUB-CEILING, UNLESS BY AGREEMENT SEPARATE

AIR MANPOWER SUB-CEILINGS WERE ESTABLISHED FOR THE EAST AND FOR THE WEST.
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(C) FORMULATION 3: THIS FORMULATION WOULD PERMIT EITHER SIDE TO INCREASE ITS AIR FORCE MANPOWER IN THE NGA TO THE ESTENT IT IS WILLING TO DECREASE ITS GROUND MANPOWER BELOW THE LEVEL OF THE AGREED GROUND MANPOWER SUB-CEILING.

(D) FORMULATION 4: UNDER THIS FORMULATION, EITHER SIDE COULD INCREASE ITS GROUND FORCE MANPOWER IN THE NGA TO THE EXTENT IT IS WILLING TO DECREASE ITS AIR MANPOWER BELOW THE LEVEL OF THE AGREED

AIR MANPOWER SUB-CEILING. AS IN THE CASE OF FORMULATION2, THE AIR MANPOWER SUB-CEILING COULD BE ESTABLISHED AT THE LEVEL OF THE HIGHEST AIR MANPOWER STRENGTH IN THE NCA AT THE TIME OF THE AGREEMENT ON THE OVERALL CEILING. ALTHOUGH THE FORMULATION WOULD PRECLUDE REDUCTIONS IN AIR MANPOWER, IT WOULD NOT EXCLUDE INCREASES IN GROUND MANPOWER, WHICH IS CONTRARY TO NATO OBJECTIVES, I.E. REDUCTION OF GROUND FORCES.

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5. USING THE ILLUSTRATIVE FIGURES IN ANNEX A, ANALYSES
SHOWS THAT APPLICATION OF THE FIRST THREE FORMULATIONS WOULD

PRODUCE APPROXIMATELY EQUAL OVERALL COMMON CEILINGS AND LITTLE
DIFFERENCE IN THEIR AGGRECBATE NUMERICAL EFFECT. THE APPLICATION
OF THE FOURTH FORMULATION WOULD RESULT IN A SIGNIFICANTLY HIGHER
OVERALL COMMON CEILING AND A LOWER GROUND MANPOWER REDUCTION
FIGURE FOR THE WP THAN THE OTHER FORMULATIONS.

6. NON-INCREASE COMMITMENTS AND COMMON CEILINGS ARE ALTERNATE

METHODS OF IMPOSING LIMITATIONS ON THE SIZE OF FORCES. THE
IMPLICATIONS OF INCLUDING AIR MANPOWER IN A COMMON CEILING ARE SIMILAR,

IN MANY WAYS, TO THOSE OF A NON-INCREASE COMMITMENT. FOR THIS REASON,
THE IMPLICATIONS OF A NON-INCREASE COMMITMENT ON AIR MANPOWER SET
FORTH IN THE WORKING GROUP REPORT "MBFR-MILITARY IMPLICATIONS OFA
NON-INCREASE COMMITMENT FOR AIR MANPOWER" ARE APPLICABLE, WITHIN THE
BROAD CONTEXT, TO A COMMON CEILING EMBRACING AIR MANPOWER. HOWEVER,
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THE DEGREE OF APPLICABILITY OF SUCH IMPLICATIONS IS DIFFERENT FOR
EACH OF THE FOUR FORMULATIONS. TO ESTABLISH WHAT THESE DIFFERENCES
ARE AND THEIR CONSEQUENCES FOR THE ALLIANCE WILL REQUIRE ADDITIONAL
DETAILED STUDY. THE WORKING GROUP WILL CONDUCT SUCH A STUDY.

CONCLUSIONS

7. THE WORKING GROUP'S PREVIOUS FINDINGS WITH RESPECT TO
INCLUDING AIR MANPOWER IN A COMMON CEILING REMAIN VALID. IT IS
TECHNICALLY POSSIBLE TO PRODUCE FORMULATIONS WHICH INCLUDE
AIR MANPOWER IN A COMMON CEILING, WITHOUT ADDRESSING AIR FORCES FOR

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REDUCTIONS AND WITHOUT SPECIFYING SUB-CEILINGS. IT FOLLOWS THEN THAT

THE MERE INCLUSION OF AIR MANPOWER IN A COMMON CEILING, WITHOUT
ADDRESSING AIR FORCES FOR REDUCTIONS, WOULD NEITHER PREJUDICE THE
ISSUES OF REDUCTIONS OR SUB-CEILINGS, NOW WOULD IT INHIBIT
THE ADOPTUION BY THE ALLIANCE, AT A LATER DATE, OF ANY OF THE
VARIOUS OPTIONS (SUCH AS ONE OF THE FORMULATIONS DESCRIBED
ABOVE OR OTHER FORMULATIONS THAT MAY BE DEVISED) WITH RESPECT
TO THESE ISSUES.
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